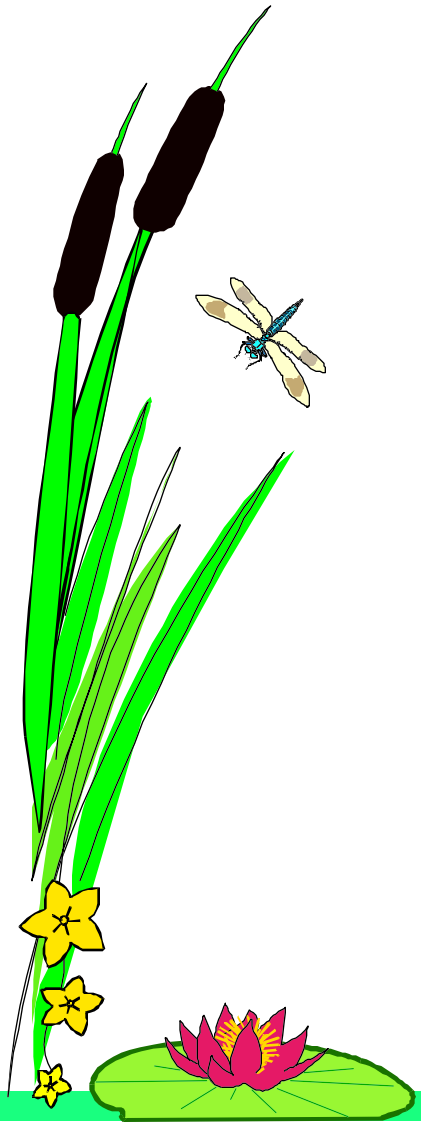
Appendix 1-4
Issue Identification
(Comparable to UCRB Appendix D)



This Appendix contains the following items:

- *Introduction*
- *Scoping Process*
- *Issues adddressed in the EIS*

Introduction

Eastside EIS scoping identified the issues and concerns people have about public lands managed by the Bureau of Land Management (BLM) and Forest Service in eastern Oregon and Washington. This information was collected for several reasons:

1. To help identify what data should be collected for the draft EIS.
2. To help develop ecosystem management alternatives for the draft EIS.
3. To help identify environmental consequences that should be addressed in the draft EIS.

An issue is defined as an ecosystem condition, management practice, or consequence that society cares about, that is well-defined, and that can be addressed through alternative management strategies in the draft EIS. Issues tend to be controversial because people hold different values about public land resources and therefore different opinions about how public lands should be managed. Ecosystem management strives to recognize these values and provide sustainable public benefits within the capacity of the ecosystem.

Traditionally, issues identified through analysis of public scoping comments have been oriented toward management of individual resources, such as timber, recreation, wildlife, scenery, range, or water located on Forest Service- and BLM-administered lands. The concepts of ecosystem management stress the integration and interrelationships of all parts and functions of an ecosystem, including the human component.

In this EIS, the goal is to develop and evaluate alternative ecosystem management strategies for Forest Service- and BLM-administered lands in eastern Oregon and Washington. The end result is ecosystems that are diverse, healthy, productive, and sustainable. Toward that end, the issue statements that follow have been designed in a less traditional approach to show the integration and interdependence of all resources in each issue.

Scoping Process

Scoping began with a Notice of Intent published in the Federal Register on February 1, 1994, and continued through July 2, 1994. People provided comments to the project in both written and verbal form via two major avenues – correspondence and public workshops.

Correspondence consisted of letters, postcards, and faxes. Each correspondence item that related to scoping was set aside to be reviewed by the EIS Team. Public scoping workshops were held in 15 locations throughout Oregon and Washington in late May and early June, 1994. Comments were recorded from discussions and presentations made at the public workshops and through written comments provided on the forms that were distributed to workshop participants. More than 750 people participated in the workshops and 280 BLM and Forest Service employees attended 14 employee briefings. See the Scoping section of the Public Involvement Appendix for the specific dates, places, and attendance numbers of these workshops.

Analysis of Scoping Comments

Scoping comments were compiled using content analysis, a systematic, trackable process (a full description of the process and all comments received is available from the project office in Walla Walla). Over 350 separate documents were analyzed.

The first step of analyzing a letter or other document was to code demographic information such as the commentator's place of residence. Next, the entire document was read to get a flavor of the meaning. Afterwards, the document was reread and each distinctive comment highlighted. The individual comments – a total of 3,200 – were then coded. Team members verified the reliability and validity of the coding process by independently coding each other's documents. The demographic and comment data were then entered into a database.

Over half of the comments originated from correspondence, while 1475 comments were recorded at public workshops ~ either verbal comments or ones written on the response forms provided. Most of the correspondence (58 percent) came from individuals. Many organizations responded, often with highly detailed commentary. Environmental organizations accounted for 14 percent of the letters, compared to 12 percent from commercial business operations, including the timber industry.

Sources of correspondence were mainly Oregon and Washington. Eastern Oregon and Washington, the geographic area directly within the scope of the EIS, generated 200 letters, or 57 percent of the correspondence; western Oregon and Washington generated 108, or 31 percent of the correspondence. Twenty-six letters, 7 percent of the correspondence, came from Idaho addresses, and the remaining 18 from other states. A content analysis of the comments produced three broad categories of issues:

- **Issues to be used in the development and analysis of EIS alternatives**. These key study issues are described below.
- **Issues to be considered in other parts of the EIS process**. These relate to development and implementation of the EIS, public participation, consultation and coordination, and issues shared with other Eastside project teams. These issues were considered during development of the EIS.
- **Issues beyond the scope of the EIS**. These include issues that are outside the decision maker's authority, that fall under other agencies' jurisdiction, and that are beyond the charter for the project. These issues were catalogued and, where appropriate, transferred to the relevant agency.

Issue Development

The next, and critical step, was to develop an accurate, reasonable set of issues from the comments received during scoping. A preliminary report of Eastside issues was compiled and released on November 7, 1994. This report, which was widely circulated before the draft EIS was issued, included 12 issues, a description of the process used to develop them, and other background information.

When the decision was made to write a similar EIS on ecosystem management for the upper Columbia Basin, another round of scoping was held in that region. A preliminary set of five issues in the upper basin was compiled at the end of that scoping process in April, 1995.

Analysis of the two preliminary sets of issues revealed many similarities. Although some of the comments were specific to resources in the upper basin or the Eastside, people expressed many of the same overriding concerns about ecosystem management. For this reason, the two sets of issue statements were combined into a single set of seven issues. Each EIS will address these issues, although the **descriptions** of issues differ in each EIS based on the specific comments received.

Here are the seven issues and how each encompasses the original 12 issues; the following section describes the seven issues in greater detail.

Issue 1: In what condition should ecosystem be maintained?
This issue is very close to original issue 1, but shifts the focus from restoration to a broader discussion of desirable ecosystem conditions. It also incorporates original issues 7 and 9-12, which were discussions of many of the specific ecosystem

components, such as soil productivity. People commented that breaking out all of these individual conditions as separate issues appeared to be contrary to views of ecosystems as functional units comprised of many resources and processes.

Issue 2: To what degree, and under what circumstances, should restoration be active (with human intervention) or passive (letting nature take its course)?
This is very similar to original issue 2, which used the term "intensity of management" to mean what actions would be undertaken to achieve desirable conditions, where they would be taken, and how fast changes would be made.

Issue 3: What emphasis will be assigned when tradeoffs are necessary among resources, species, land areas, and uses?
This issue contains elements of all original 12 issues by recognizing that ecosystems are complex; actions taken to improve the health of one ecosystem component may negatively affect another. The intent of this issue is to make people aware of these tradeoffs.

Issue 4: To what degree will ecosystem-based management support economic and/or social needs of people, cultures, and communities?
This is composed of original issues 3, 5 and 6 — employment opportunities, economic vitality of rural communities, and the relationship of public lands to the quality of peoples' lives. The new issue recognized that these social components should be considered as a unit.

Issue 5: How will ecosystem-based management incorporate the role of natural disturbance processes?
This is very similar to original issue 8, which emphasized the role of disturbance in ecosystem conditions and processes.

Issue 6: What types of opportunities will be available for cultural, recreational, and aesthetic experiences?
This contains elements of original issues 3, 5, and 6, but highlights amenity resources that are of growing social and economic importance in the project area.

Issue 7: How will ecosystem-based management contribute to meeting trust and treaty responsibilities to American Indian tribes?
This is very similar to original issue 4 with no change in the scope or intent.

Issues Addressed in the EIS

Following are the seven key EIS issues, along with explanations of why each is an issue and examples of the comments received that describe the issue in peoples' own words. These quotes are not intended to represent all comments received, but to show the range of opinions expressed by members of the public (some of the quotes included were received after completion of scoping).

Issue 1: In what condition should ecosystems be maintained?

Many people express a desire to restore ecosystems to conditions representative of earlier times in American history. They point to the extensive impacts of human development on natural systems in the Columbia Basin, defining this process as exploitation. They favor returning ecosystems to conditions closer to those that existed naturally (historical ranges of variability).

Other people hold the view that people are inextricably tied to ecosystems; anything people can do is therefore a part of ecosystem functioning and should be allowed – provided that outputs can be sustained over time. They favor ecosystems that are sustainable but geared toward multiple use, with ample provision for revenue and employment generating uses of public lands.

There appears to be a good deal of agreement that many Columbia Basin ecosystems are out of whack, but people place the blame on different sources and seek different solutions. People have

varying standards about what level of human alteration of the landscape and natural systems is acceptable. People question our ability to agree on desired conditions to help design how the ecosystems should be restored.

One frequently mentioned concern was the use and condition of riparian ecosystems. Some riparian ecosystems have been modified by agriculture, logging, grazing, recreation, mining, urban and rural development, and road construction across land ownerships. The structure, function, and species composition of riparian vegetation has been modified in many areas; these modifications have made changes in biodiversity, water filtering capabilities, floodplain capacity, thermal protection for streams, habitat for wildlife and fish, enjoyment by people, and nutrient flow for aquatic and terrestrial systems. People recognize that riparian conditions cannot be separated from upslope ecosystems or from instream conditions, requiring consideration of these interrelationships.

Management practices have sometimes degraded water quality by changing the routing of water, sediment, nutrient and chemical levels, temperature, and amount and timing of water flow. This affects water availability for fish, wildlife, recreation, and many other uses. Cumulative impacts from non-public land management also affect water quality and quantity. There is disagreement over whether change should be measured against current or historic conditions to reach a desired future range of conditions.

While there is general agreement that water and riparian systems are important and merit special management, there is controversy over the type and degree of protection and desired future conditions. PACFISH, for example, was criticized by many commentators as being overly prescriptive, seeking a one-size-fits-all solution for all localities with potentially different issues.

Many people also expressed concern about ground disturbing activities (such as road building, logging, grazing, mining, recreation, and trails). These can alter soil conditions and processes (such as water infiltration, storage, and release) which are critical to ecosystem processes. Some people would like to see the amount of ground disturbing activity significantly reduced or eliminated completely. Ground disturbing activities have greater potential to affect soil attributes in some areas than in others. Some ground disturbing activities are culturally significant and contribute greatly to individuals' lifestyles and economic well-being.

To meet social and biological needs, long-term direction is needed to establish the desired future range and mix of seral stages in forested and non-forested ecosystems across the landscape. Changing social values have shifted the demand and desire for vegetation in forested and non-forested ecosystems. Differences in public opinion exist on the desired range of conditions and how to achieve them.

Sample Comments

- The natural functions of watersheds have been severely disrupted. Restoration and maintenance of essential functions while continuing to extract the resources they provide needs to be addressed.
- The goal of ecosystem management must be to restore and then maintain ecosystems in a self sustaining condition with all its species intact and managed to pass such a healthy environment on to future generations.
- Ecosystems may be less resilient (unravel faster) than they used to.
- Over the long-term, we cannot maintain ecological states that lie outside the range of natural variability.
- Determine the rate of change within economic and resource limits required to bring ecological, biological, and physical conditions to a desired condition that meets resource management needs at a given point in time.
- Define and monitor biodiversity indicators at various scales including management indicator species.

- Make sure that alternatives are socially able to provide opportunities for all people, are capable of producing products simultaneously, and create a description of the type of landscape that will satisfy these needs on a sustainable basis.
- Address the ability of watersheds to maintain hydrologic processes and resilience to extreme hydrologic events.
- So it's still the same old wolf, now dressed in the sheep's clothing of 'ecosystem management'...I thought this whole ecosystem management process started because land managers realized they couldn't continue the same commodity emphasis without breaking environmental laws and trashing non-commodity resources, most of which have been pretty well trashed already.
- Don't assume a static status will persist; pre-settlement conditions were constantly changing too. PACFISH is merely a bureaucratic wet dream calculated to make easy administration and maximum violations to support the agency egos.
- Evidence from pre-settlement times that Native Americans "managed" ecosystems should be taken into consideration.
- Assess gaps and redundancies in protection afforded by existing natural areas. All ecosystem types should be represented within protected natural areas.

Issue 2: To what degree, and under what circumstances, should restoration be active (with human intervention) or passive (letting nature take its course)?

Some people believe that public lands should be left as undisturbed as possible, allowing "nature to take its course," because these lands serve a primary function as reservoirs of biological resources. Others believe that Forest Service and BLM lands should be used to the fullest extent possible, as long as productivity and other biological functions are sustained.

This situation has been characterized by some respondents in the EIS scoping process as "passive" versus "active" management. There is debate over humans' ability to understand ecosystems and their resiliency, which would allow us to effectively restore them. Some people believe we know what we need to, to at least solve the most pressing problems, while others point to a history of ill-conceived management projects as proof that we may never know enough about ecosystem functioning to create and sustain ecosystem health over the long-term.

There were generally four viewpoints:

1. Active management is desirable. Some commentators think we should actively manage to restore ecosystems in all areas, including roadless areas, because it is the only way to maintain conditions within the historic range of variability. Some believe that without active management, the opportunity for ecosystem restoration is lost. Failure to manage vegetation results in catastrophic fires and other processes that can waste valuable resources. Harvesting, thinning, and prescribed burning are acceptable techniques to reduce stocking levels. Without active management of riparian areas, declining species will continue to decline. Passive management precludes options for future generations, and prevents society from gaining the economic benefits of timber harvest and other restoration activities.

2. Active management is desirable, but not all management techniques are acceptable. Some commentators favor prescribed fire, but feel that mechanical harvesting and associated impacts are unacceptable and that logging is not the ecological equivalent of fire. Others feel that fire is overemphasized as a solution, saying that past logging practices led to present conditions. Impacts to air quality are a concern if prescribed fires are increased or if more natural wildfires are allowed to burn.

3. Active management is desirable, but not in all areas, and should be limited to currently roaded areas. Roadless areas should be left intact for wildlife and people, and allowed to recover on their own. Passive management ~ allowing nature to take its course ~ is favored where appropriate.

4. Passive management is the only acceptable strategy; human management and intervention is what caused current problems in the first place. We don't have enough knowledge of ecosystems to restore them without having unintended or undesired effects; nature knows best. Catastrophic fires are natural in some ecosystems and should be allowed to return, along with other disturbances. Forests can restore themselves given enough time and lack of human intervention. Once ecosystems are restored, benefits to humans and other species will increase and be sustainable over time.

Sample Comments

- The words "intensive human management" scare hell out of me as the high impacts of the past have been described with similar words. A lot of soft touch management would make this a viable concept.
- The cost of restoring ecosystems to desired conditions is enormous and you're probably never going to get back anything near what you started with, especially in the eyes of an ecologist.
- It's scientifically debatable whether we can restore ecosystems. "Enhance" seems arrogant, assuming we can improve upon nature.
- Public lands should be intensively managed to provide a steady flow of goods and services.
- Nature and natural processes are far more effective and dependable than are bureaucratic tinkering or so-called 'active' management procedures.
- The challenge is to explore a wide range of management strategies that display our knowledge of the ecosystem…a continuum from light active management through intensive active management. Good ecosystem management can provide for many objectives.
- Mother nature will provide if you allow it; mechanical (manmade) manipulation is not necessary.
- Humans don't provide nature, they're part of it. Trust nature, and don't interfere with it.
- This should guarantee many government jobs ~ when I die I want to come back as an endangered species.
- The Forest Service and BLM have caused many of the problems that are occurring in our forests. There is no reason to believe that intensive management will fix them, especially when the Forest Service has continually refused to monitor its previous management and learn from it.

Issue 3: What emphasis will be assigned when tradeoffs are necessary among resources, species, land areas, and uses?

People are concerned about the costs and tradeoffs of restoration. Some people believe it is our responsibility to care for all of the "pieces" of the ecosystem, and actions should be taken to restore damaged areas. Others share this belief but only to the extent that actions taken are cost-effective.

Federal land managers have long operated under the multiple-use philosophy, but controversy exists over the intensity of management, the dominance of particular uses, and how these uses are distributed over time and space. Some people believe that management of public lands should generate financial wealth for society, and that benefits should exceed expenditures borne by taxpayers.

Others believe that the most significant benefits generated from public lands are not financial, but are often non-market environmental services enjoyed by a much broader public. This latter group believes that society is willing to pay for environmental quality in a variety of ways.

Some people say that use of public lands should be restricted to "nonconsumptive" uses while others believe that extraction of resources, or "consumptive" use, provides a wider range of benefits. Previous management efforts on public lands have attempted to strike a balance of uses over a given administrative area. Perceptions vary regarding the effectiveness of these efforts.

There also is controversy over whether declining species should be given top priority and focus for recovery, or whether the ecosystem in its entirety should be managed with equal emphasis. The controversy includes questions about which resources and species should be given focus, and what aspects or locations of ecosystems are most important. Support for endangered species protection remains strong both inside and outside the Columbia basin, but more people believe that social and economic costs should be weighed in protection decisions.

Some people commented that streams and riparian areas should have the highest priority for restoration. Others believe that the ecological importance of unroaded areas is key and should be given top priority. Some people feel that economic needs should receive priority. Others believe that healthy ecosystems ultimately produce the greatest level and types of benefits to humans.

People recognize the inherent contradictions among many of these sets of values, but believe that finding a better balance is possible.

Sample Comments

- Prioritize unhealthy ecosystems for restoration based on their restoration potential, and avoid further exacerbating ecosystem health problems.
- Conflicts between national public interest and local interests need to be addressed.
- Each use should be placed on a par with the others…to balance the competing needs of all the multiple uses on public lands.
- Where conflicts occur sustaining ecosystems must have highest priority because humans and societies can adapt.
- Focus must be on dependable supplies of commodities and amenities.
- Restore impaired lands and leave virgin lands undisturbed.
- Remove all land use practices that negatively affect aquatic ecosystems.
- Viability of all native species should be a top priority.
- We must swing the pendulum of relentless industrial abuse of our ecosystem towards restoring the environment we all depend on for life itself.
- We already have a diversity of animals, plants, and habitats. Don't try to fix what doesn't need fixing.
- Indigenous species should be the focus; prevention of listing is very important and would be cost-efficient in the long run.
- There is little consideration of equity in the distribution of benefits from the use of public lands.
- Public lands can provide some amenities and commodities, but it's not the job of federal managers to maximize these.
- Determination of appropriate buffers to control sediment transport and delivery is dependent on landform and climatic conditions that vary drastically. Determination of appropriate sized riparian habitat conservation areas are essential to ensure that riparian ecological values are maintained or enhanced to protect the quality of anadromous fish habitat.
- Grassland health problems such as caused by numerous non-native aggressive plants are equally important as forest health problems.

- Ecosystem management should be implemented at the least cost for the benefit of the American taxpayer.
- In the light of inevitable uncertainties and changing information, assumptions should be conservative to leave a margin of error to ensure viability of species and ecosystems.
- It may be impossible to set goals for attaining natural ranges of variability in all cases due to social, economic, or biological factors.

Issue 4: To what degree will ecosystem based management support economic and/or social needs of people, cultures, and communities?

Public lands have traditionally contributed to local, regional, and broader economies in many ways. Many people who participated in scoping commented that the economic vitality of many rural communities in the basin depends on the supply of marketable goods and services provided by public lands. These include both traditional industries and newer ones that have recently gained importance in the interior Columbia Basin.

Public lands can support jobs both directly and indirectly, although the number of available jobs also depends on other forces such as markets, economic climate, and the technological level of particular industries.

There are those that feel that use of public lands should continue to support the creation and maintenance of jobs, while others believe that jobs should not be driving management of public lands.

Many have the perception that jobs in some natural resource industries such as timber or mining have a higher wage scale than average service industry jobs that could be created by increased tourism.

Some people believe that the federal government has an obligation to support the economic vitality of certain rural communities through predictable access to resources on public lands. This perception is strongest, when communities are located close to public lands and have economies which have depended on flows of federally managed commodities. Others believe that there is no Forest Service or BLM mandate to contribute to rural communities and that access to federally owned natural resources should not be guaranteed.

Public lands are exempt from property taxes, instead making payments to local governments through various mechanisms; revenues to local governments from federal land are tied largely to the value of commodity extractions. Many rural communities depend heavily on this money to provide infrastructure and service needs.

Because ecosystems do not coincide with administrative or political boundaries, management decisions on lands managed by the Forest Service and BLM need to consider activities and ecosystem conditions under other jurisdictions. This causes concern over the effects that decisions on lands managed by the Forest Service or BLM may have on private lands. Some people view ecosystem management as a federal government attempt to control private lands.

People also recognize that many federal land management agency employees and their families live in these rural communities, are taxpayers too, and thus have the dual role of community resident and federal employee.

Sample Comments

- I would like to see a concept that minimizes the economic benefits that just help a few people and maximizes improving ecosystem health; if economic benefits will result, they should be for many people.

- Federal land managers must be held accountable if their actions needlessly harm economics of local areas.
- We need…predictable outputs from federal lands. Businesses, communities, and individuals need some stability of the resources that they are dependent on.
- A preferred alternative…will establish a healthy and fully functioning ecosystem, but will also allow for commodity extraction in a controlled manner…A transition period should be established to avoid fast radical changes in management.
- Long-term ecosystem health is the only way to protect the economic viability of rural, resource dependent communities.
- Show economic benefits of a quality environment in attracting new business, industries, and people to an area.
- We need to utilize our natural resources at a sustainable rate and manage them for the greatest possible flow. Without the lumber, cattle and mining industries our lives would not be the same.
- Commodities and resiliency are unrelated–diversification leads to resiliency.
- Forest management plans must provide predictable levels of timber harvest so as to even out the wide swings in lumber prices that destabilize the home building industry.
- Include social and economic health as part of ecosystem health.
- Since dying communities are a fact of life, it makes little sense to continue shoring up forest dependent communities at the expense of using up the last remnants of bits and pieces of ecosystems.
- Discuss how commodity production will be modified or reduced when funding for proper management and monitoring is not available.
- Consider the future of rural communities and their economies, including Tribal communities.
- Need to show expected levels of resource outputs (timber harvest, grazing capacity, mineral extraction, etc.).
- Changes in resource outputs from public lands will affect families, businesses, and communities.
- Small communities need a smooth transition to a new economic environment.
- Take a look at the below cost timber sale situation.
- The growth of the human population changes the structure and the relationship of communities to the land.
- The rights of private landowners are strongly valued by rural residents.
- Evaluate effects on private lands from management actions on aquifers that cross public and private land boundaries.
- Set fees at market value.
- There should be a concerted effort to attempt to predict sustainable timber harvest levels.
- The agencies should be able to predict harvest levels, based on the number of acres needed to achieve the (Eastside) strategy's desired condition(s). If this strategy is fiscally probable, then timber industry should feel reasonably assured that predicted outputs will be achieved.
- Discuss use of livestock grazing management to achieve ecosystem objectives, including timing and duration of use, right to continue grazing, stewardship, utilization levels, alternative grazing systems to meet resource objectives, and rangeland conditions.
- There is a lack of recognition of minerals as a critical element of human survival and, hence, the ecosystem.

- Priority should be given to those practices which provide jobs, products, and stability to the small rural communities which depend on public lands for their way of life.
- First we should determine the amount of timber we can harvest in an environmentally and ecologically sound manner. Then we can determine how our nation can live with that amount of timber-no matter what it is.
- Examine federal programs for value added products.
- Land should pay for itself and be productive.
- Pursue other revenue sources to make up for large scale reductions in timber receipts, including increasing user fees, and removing tax incentives for log exports.
- Compensate anyone impacted by options selected. Government created the dependency and should compensate impacted parties until they can make transition from natural resource reliance.
- The government should earmark the allocation of resources back to the counties to meet ecological objectives.

Issue 5: How will ecosystem based management incorporate the interactions of natural disturbance processes across the landscape?

Research reports such as the Eastside Forest Ecosystem Health Assessment expressed concerns over the suppression of fire and other natural disturbance regimes, preventing their role in ecosystem health and community succession. People believe that this has altered the amount, distribution, and condition of late seral and old growth forests on the eastside of the Cascades, compared to historic conditions.

Resulting forest conditions have left many areas susceptible to disturbances that many define as catastrophic and far outside natural conditions and processes. Habitat may not be available to meet species viability needs, especially threatened, endangered, and sensitive species, both basin wide and at smaller scales. Introduced plants, including noxious weeds, have spread due to human caused disturbances, and threaten all native plant communities.

Some people support the use of fire as a means to achieve management objectives but others are concerned that success is not guaranteed and that prescribed fires sometimes gets out of control. There is also concern that wildfire suppression over the last half century has resulted in vegetation conditions that contribute to larger fires today. Understanding of air quality tradeoffs between prescribed fire and wildfires is poor. There is disagreement over the use of prescribed fire to achieve ecosystem objectives and the role that fire plays in ecosystem function.

The quality of the air we breath and the visibility of landscapes are important to the American public. Activities implemented on public lands must meet air quality standards and regulations such as those required by the Clean Air Act and State Implementation Plans. Some activities currently being used to achieve objectives on lands managed by the Forest Service or BLM call for the use of prescribed fire. Smoke is generally considered to be the most significant factor affecting air quality and visibility.

Part of this issue also relates to our society and its “urbanization” of areas that experience frequent occurrences of natural fire ignitions. The effects of fire on private property in wildland-urban interface areas is another central concern about fire. Some people moved to these areas to get away from the air quality problems associated with urban areas; they, as well as others, are concerned with the amount, timing, and duration of smoke generated by fire, whether natural or prescribed.

There is disagreement about the use of timber harvest activities to mimic natural disturbances; some people expressed concern that ecosystem management was just a new excuse to keep cutting too many trees. The current debate over the costs and benefits of salvage logging is a related controversy.

Sample Comments

- Address the impacts of avoiding, controlling, and recovering from natural catastrophes.
- Health should include all components, including insects and disease which are parts of ecosystems too.
- The Inland Forest ecosystems are the result of disturbance. There was never a "balance of nature."
- Determine whether silvicultural practices can be used to restore and maintain healthy riparian area vegetation.
- Naturally occurring burns are important in the ecology of the forest and clearcuts can take their place.
- Evaluate the role of corridors, core areas, old growth buffers, connectivity and habitat refugia as wildlife habitat.
- Reevaluate eastside spotted owl habitat and appropriateness of Federal Ecosystem Management Assessment Team guidelines on the eastside.
- There is doubt that human management can replace or duplicate natural disturbance processes. Compare effects of natural fire frequencies and seasonal timing, Native American generated fires, and current prescribed burning fire regimes on species composition.
- Compare the role of natural fire in maintaining forested ecosystems with the effect of prescribed fire or timber harvest (salvage operations).
- Analyze the tradeoff between impacts of various levels of prescribed fire program emissions vs. impacts of wildfire emissions through time.
- Address carbon dioxide emissions from harvesting wood from the eastside area; consider impacts of using potential substitute products such as aluminum, steel, concrete, and compare impacts of obtaining wood from the eastside area versus elsewhere in the world.
- Quantify impacts on air quality in wilderness areas from silvicultural practices.

  Reintroduction of fire into ecosystems may meet some resistance, including smoke management concerns.

Issue 6: What types of opportunities will be available for cultural, recreational, and aesthetic experiences?

Public lands affect the quality of people's lives in many ways. Some people value public lands for the features they offer in terms of natural beauty, purity, and open spaces. Others value the lands for the material outputs that help to sustain their adopted lifestyle. People also value public lands for the conditions that they wish to see maintained, not just for their own sake but for future generations, or simply to allow wild things to exist irrespective of their use by humans.

Public lands provide a full spectrum of recreation opportunities and possess scenic qualities that act as catalysts to reinforce friendships, reduce stresses, and supply sanctuary for spiritual renewal. People become attached to places that have special meaning to them, and to which they return for generations; the appearance and stability of these places is part of a cherished lifestyle.

People and businesses sometimes settle close to public lands because they value natural settings or outdoor recreation and the accompanying rural western lifestyle. Increases in human

population and other social factors such as an aging population create pressures on locations close to public lands.

Public lands provide many opportunities for people to express and define themselves, either as individuals or as members of distinctive cultural groups. The lifestyles of these individuals and groups generate traditions that are important to people, and many people value a high level of diversity among cultural groups.

There is considerable debate on whether or not the cultural characteristics and traditional practices of distinctive groups should be sustained. Management of public lands can affect the capability of cultural groups to persist or adapt to changing conditions.

Sample Comments

- Public land uses and outputs affect the quality of life as perceived by residents.
- Rural communities should maintain rural character with good zoning laws and ordinances based on sound science and considering native ecology. Recreation and sustainable economies should be pursued.
- Recreational opportunities should not mean more roads and development.
- Target opportunities where people can gather to understand and enjoy nature.
- Let nature run its course and people will find ways to enjoy it.
- Keep focus away from motorized recreation.
- Changes in the use of public land within eastern Oregon and Washington will affect cultural groups, such as ranchers, Native Americans, farmers, Hispanics, and miners.
- Define and protect Tribal quality of life, which includes historical perspectives, culture, religion, and economics.
- Many visitors to public lands seek the experience of solitude for spiritual renewal.
- Retain access for existing uses (recreation, trapping, hunting etc.).
- Gathering of special forest products such as mushrooms and berries is an important recreational activity and may present conflicts with commercial special use permits for the same products.
- Charge users for non-commodity uses.
- Enhance opportunities for road access.

Issue 7: How will ecosystem based management contribute to meeting trust and treaty responsibilities to American Indian tribes?

American Indian tribes retain rights and privileges under treaties negotiated with the United States Government. Case law has recognized the responsibility for federal agencies to protect off-reservation tribal assets that occur on public lands.

The federal government operates on a government-to-government basis with American Indians. American Indians have a special relationship by virtue of their treaties and the sovereign status of tribal governments.

Tribal interests in the management of resources sometimes conflicts with the interests of other cultural perspectives. For example, management of plants that occur in the forest understory is sometimes more significant to tribes than it is to those who place the highest value on managing trees in the forest overstory.

Some people feel that tribal groups should be treated no differently than other interest groups in the population, while others believe that the federal government should place the highest priorities on the resource needs of American Indians.

Sample Comments

- Harvestable crops of fish are decreasing so much that Native Americans and other traditional user groups cannot continue their cultural and economic practices.
- The federal government has trust obligations to Native Americans to support their rights and uses of public lands that are identified in various treaties.
- The harvest of surplus production of native species is a traditional use of resources by Native Americans.
- Need to get cultural and spiritual definitions, values and significance from each Tribe.
- Economic considerations are also important for the life and livelihoods of the Tribes.
- Federal agencies have ethical responsibilities to recognize sacred sites and spiritual values.
- Minimum viable populations are not sufficient for Tribes; require harvestable levels of native species.
- Some listed noxious weeds include native plants important to Native American Tribes.
- Address historic use by Native Americans of fire management, including their methods.
- Consider all Native American needs including extending the bison range to historic proportions where possible.
- Allowing tribes unlimited fishing and hunting harvest won't help restore populations. Time and conditions change – may need to enter into new agreements to provide best natural resource management that's attainable.

GO TO APPENDIX 1-3

GO TO APPENDIX 1-5